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ABSTRACT

Focusing on the development of autonomous secondary schools in the Netherlands, this paper analyzes a Dutch plan for such schools, poses questions, and makes suggestions concerning the plan's implementation. Although requested to identify the characteristics of needed internal support structures (such as counseling or supplementary training for teachers), the authors instead describe how to establish an environment and set of procedures out of which needed support structures can emerge. The first section of the report analyzes the five-year plan Dutch officials have formulated for the development of autonomous schools. Several measures are recommended, including plans for responding to schools that do not become autonomous. The second section of the paper explains autonomous schools and internal support structures and recommends the separation of the two, with an initial focus on developing autonomous schools in which staff are free to request the support structures they feel are necessary. The third section offers theoretical perspectives on change, with an emphasis on the Concerns-Based Adoption Model. It then deals with the steps necessary to implement the autonomous school in real sites. A short concluding section looks at Dutch education as a whole and poses questions about the role of the school. (JM)

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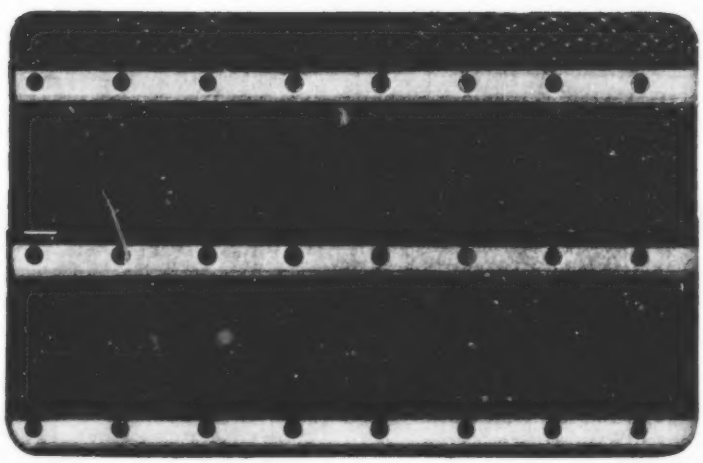

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INTERNAL SUPPORT STRUCTURES FOR THE DEVELOPMENT OF AUTONOMOUS SCHOOLS

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Strengthening School Capacity for Change:
Developing an Autonomous School

November 21-23, 1979

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Internal Support Structures for the Development of Autonomous Schools[1]

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Statement of the Problem

1. The purpose of this paper is to describe ways of facilitating the development of internal support structures for the establishment of autonomous secondary schools in the Netherlands.

2. A first and necessary step in the preparation of the paper was to become acquainted with the past and current educational environment in the Netherlands and with plans for the future. This was possible, at a minimal level at least, through a reading of the books and documents provided for us. (These materials are listed in the bibliography.)

3. From these materials, it is evident that the concept of an autonomous school represents a significant change in Dutch secondary education. On the surface at least, it represents a major innovation. However, on closer inspection, it appears to be even more than that. It seems that there is more than one innovation involved in developing an autonomous school. For example, developing a school faculty that functions in an autonomous manner is a major innovation in itself. Efforts to develop external and internal support structures may well be considered as two other innovations, for they could occur independent of the autonomous school and they may require differing change strategies if they are to be successfully implemented. Additionally, there are many other pedagogical and social changes either underway or planned that will have significant influence on Dutch secondary education and the development of autonomous schools. From our perspective, all of these changes together represent an "innovation bundle" rather than a single innovation.

4. Successful implementation of any innovation requires careful planning and consistent and systematic management of the change effort. When imple-

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[1]The research described herein was conducted under contract with the National Institute of Education. The opinions expressed are those of the authors and do not necessarily reflect the position or policy of the National Institute of Education. No endorsement by the National Institute of Education should be inferred.

menting an innovation bundle, planning and management are even more critical. It is very evident that much thought and effort has already been devoted to policy planning for the future of secondary education in the Netherlands (van Velzen, June 1979). Indeed, the systematic approach to a national assessment and treatment of educational needs in the Netherlands offers a model worthy of international attention.

5. In the initial invitation to prepare this paper, it was suggested that we address our remarks to the characteristics or possible characteristics of internal support structures for secondary schools in the Netherlands. While we did not lose sight of that topic, the paper is directed more towards describing how to establish an environment and a set of procedures for developing internal support structures than towards identifying specific support structures and their characteristics. This approach was taken because we believe that internal support structures must grow out of the needs of schools and individuals. Thus, they should follow, rather than precede, the development of autonomous schools. Therefore, the focus of this papers is on facilitating the development of internal support structures rather than identifying and describing them.

6. This paper attempts to build upon the excellent work that has already been done regarding policy planning for autonomous schools and internal support structures and relate it specifically to changing the individual school. The paper is divided into four major sections: The School and Its Role, The Innovation, Change Strategies, and Summary and Discussion. Generally, each section will discuss the topic, analyze it, pose questions or raise issues about it, and offer suggestions related to it.

The School and Its Role

Analysis

7. The amount and quality of detailed planning that Dutch officials have carried out in preparation for establishing autonomous schools is truly remarkable. It has been stated that the first objective in Dutch education is to build a system of coordinated facilities to encourage and support autonomous schools. Policy recommendations 2-13 (Dutch Catholic School Council, 1979) present in much detail the five-year plan that has been laid out to achieve this objective.

8. A review of the five year plan reveals that authorities are to pursue a specific policy of stimulating the development of the autonomous school. Accordingly, it is recommended that the authorities take a number of steps to carry out this policy, (e.g., set up management training programs, compile a handbook on personnel management, study the number of hours to be at the disposal of schools for specific assignments). What is not clear in the eighteen recommendations is what individual schools are expected to do during the five-year planning period.

9. Research on educational change conducted by the Texas Research and Development Center (Rutherford, 1979) has shown that if individuals (and groups) are to use an innovation, they must understand the innovation and their role in it. If Dutch school personnel are going to effectively develop autonomous schools, they will want to know several things. School personnel will want a very specific description of an autonomous school so that they will know when they have become autonomous. Schools will want to know what the steps or phases are that indicate progress toward the goal of autonomy. Specification of these steps is necessary so that schools will know what they are to do, and can evaluate their own progress.

10. If there is a timeline schools are to follow for implementation of autonomy, that timeline should be made clear. In addition, schools will surely want to know why they are to become autonomous. They will want to know what is to happen when they become autonomous and how their school will be different. Finally, they will ask how much autonomy they will really have and what kinds of power and authority will be vested in an individual school.

11. The policy recommendations formulated by Dutch authorities have established a strong foundation for the ultimate development of autonomous schools. What is needed now is a process for translating these policy decisions into day-by-day practice.

12. With regards to internal support structures, two major forms have been proposed: (1) counseling of minor and adult students and (2) support to teachers and the school as a whole. It is interesting to note that the plan for developing the counseling function in schools is very detailed, whereas the plan for the support system as a whole is quite general. For schools to implement the counseling program in the detail that is called for in the recommendations, changes are necessary in the role and practice of teachers. This means the counseling program development is an innovation in and of itself.

13. Plans for the internal support system to the school as a whole focus on (1) an official who is to work within the school and (2) the need for a receptive attitude within the schools that are to receive this official. Apparently, this official is to be the link that helps (or causes) schools to translate policy into practice. The goal of this particular effort, the role of staff members in it, and a timeline for accomplishing the effort have yet to be established.

Questions

14. As we consider the role of the school in this whole process of change, there are a number of specific questions that can be formulated.

15. Do schools know what is expected of them in the movement toward autonomy? Time tables and resources have been allocated for activities, such as

management training, personnel management in school facilities, training advisors for adult education and evaluation. Is it going to be required that all schools participate in each of these activities, or will schools have the autonomy to decide in which activities they will engage?

16. Can schools reject some aspects of the plan for developing autonomy? For example, can schools refuse to participate in the management training activities or could a school reject the idea of establishing a counseling team and a "counseling scheme" within the school? It is quite possible that a school could develop autonomy without utilizing all the internal and external support opportunities that are made available to them.

17. It has been stated that the first objective is to "stimulate conditions which favor the development of autonomous schools" (Dutch Catholic School Council, 1979, pg. 3). According to the plans for accomplishing this goal, at least some members of school staff will be participating in some type of training or re-training. As school staff members engage in the various courses or inservice training, is it expected that some immediate outcomes will be recognized in schools? By the end of 1980, 1982 and 1984, what is supposed to be happening in schools? Is the actual development of autonomy in schools to be accomplished after 1985/86, or is it to be ongoing with the training that takes place during these years?

18. What happens if some schools do not develop autonomy? For example, some schools might resist the changes openly, or some might participate in all the training activities without being affected. After all, to become autonomous will require much effort from school staffs and they may feel the benefits of autonomy are not worth the output required. What benefits will schools receive that would encourage them to become autonomous?

19. The autonomy of an individual school is apparently very limited (Dutch Catholic School Council, 1979, pg. 3). How much power and independence will schools actually have? Will schools be able to decide on major issues such as type of students to be admitted, the basic curriculum to be offered, or standards for teachers who are to be employed? Apparently, social changes in the Netherlands are creating new demands and problems for schools. Can schools decide which demands they will meet and problems they will solve? If schools do not control the major decisions that influence their activities, they may feel that the concept of autonomy is nothing more than a technique for ensuring that each school decides how it is going to implement what the Dutch Catholic School Council or some other governmental body tells them they must do.

20. Have various change processes been considered? There are a number of approaches to accomplish change in schools. It may be that more than one approach will be needed under the differing conditions.

Suggestions

21. An excellent plan from the development of internal and external support structures now exists. This plan explicates the amount of money that will be

spent each year on these structures, how many people will be trained or retrained, and the kind of training they are to receive. The ultimate purpose of this plan is to stimulate the development of the autonomous school. Granted, this first objective is to build up a system of coordinated facilities, but these facilities must be applied to the goal of autonomous schools. It is recommended that as soon as possible a plan be developed that will show how the development of the autonomous schools is to progress in relation to the buildup and utilization of the system of coordinated facilities. Changes that are to occur in schools in response to the support structures must be described in this plan.

22. A second recommendation is for clear, frank explication of the purposes that are to be served by the development of autonomy in schools. These purposes must be stated in practical terms that are relevant to the day-by-day work of schools and their staffs. Schools are not likely to pursue changes that have only vague goals and do not make clear the benefits of the change.

24. When an innovation is introduced into a school or into a group of schools, it is almost certain that some individuals and some schools will not use the innovation. A final recommendation is that plans be made now for responding to those schools that do not become autonomous. A decision might be made to leave those schools alone, to coerce them, to increase the support structures available to them, or to follow some other course of action. What is important at this time is not the precise action to be taken, but that there is recognition of the probability that some schools won't change and that some guidelines are needed for handling such a situation.

The Innovation

Analysis

25. Before one can propose processes and techniques for implementing an innovation, it is first necessary to clearly identify the innovation. It is also important to have a common understanding of implementation.

26. Miles (1964, p. 14) describes an innovation "as a deliberate, novel, specific change, which is thought to be more efficacious in accomplishing the goals of a system." Rogers and Shoemaker (1971, p. 19) say "innovation is an idea, practice, or object perceived as new by an individual." At The Research and Development Center for Teacher Education, Austin, Texas, The Procedures for Adopting Educational Innovations (PAEI) Project has defined an innovation as "an identifiable, describable product and/or process that when implemented in a setting will result in observably different behaviors and/or outcomes than were present prior to implementation" (unpublished).

27. The PAEI Project defines implementation as the process of establishing use of the innovation. Implementation is not specifically defined by Miles but he does speak of the "durable installation" of a particular innovation. Coughlan, Cooke and Safer (1972) develop a collective Innovation Decision Process in which there is an implementation phase, the time when a proposed innovation is translated into practice. The term "adoption" used by Rogers and Shoemaker (1971) and others, seems to include implementation.

28. From these definitions, an innovation implies something that will bring about change. Implementation implies use of an innovation, thus change. With this in mind we can now consider the innovation of an autonomous school and the internal support structures necessary for implementation. These two aspects of change will be considered separately because they differ in terms of what is known and what needs to be done if the change is to be successful.

Autonomous Schools

29. Precisely defined, an autonomous school would be one that is self-governing. Since it is not possible for a single school to be truly self-governing, it seems this innovation is intended to help (cause) schools become as autonomous as possible, or relatively autonomous, according to Dutch officials.

30. The achievement of autonomy will require changes in the practices and probably the values of staff members. (Staff includes teachers, administrators, mid-management personnel, and all other personnel working with the school). Just a few of the changes that must occur will be mentioned here to emphasize the magnitude of the innovation.

31. In an autonomous school, everyone has to assume greater responsibility for decision making and for administration of the school. Those who make decisions must share in the responsibility for implementing those decisions. Teachers typically do not view themselves as administrators and are reluctant to assume that responsibility. They may be adept and comfortable in making decisions affecting their classroom but they can be very reluctant and uncomfortable when expected to make decisions affecting other staff members and the school as a whole.

32. Teachers usually feel that their primary, if not their only, responsibility is to provide the best possible instruction to students. Asking them to redirect some of their time and energy from their teaching responsibility to the organization and management of the school will be viewed by many as an inappropriate professional expectation. There is a traditional assumption among teachers that administrators should provide the resources and school environment required for them to be effective teachers. When a school becomes autonomous teachers must become providers as well as users of resources.

33. Just as accepting decision making and administrative responsibilities is difficult for teachers, sharing those responsibilities is both difficult and potentially threatening to individuals. The authority traditionally accorded to administrators gives them a certain status within the school and community and it also provides a personal/professional protection of position. Even among the more willing administrators, authority and responsibility are not easily shared.

34. Obviously, if a school is to function autonomously, there will need to be much training and retraining of all members of the staff if they are to develop the skills and maturation needed to function in their new management/leadership role. Everyone will have roles that are somewhat new and different and they must be prepared to accept and perform in those roles. By no means will the staff be able to automatically make this change. Developing autonomy is a major innovation representing a fundamental change according to McMullen's[2] categories and the implementation process must be planned accordingly. (It should be mentioned that this brief discussion has not overlooked the fact that the school needs to interact with its environment. This will be addressed in a later section.)

35. How, then does this change relate to internal support structures? This issue is discussed in the next section.

Internal Support Structures

36. All the literature available to us concerning the developments in Dutch education suggests that a symbiotic relationship is intended between autonomous schools and internal support structures. While this is quite logical and may be good for a number of reasons, it is not a necessary relationship. Consider what is involved in the development of internal support structures and how that relates to the evolution of the autonomous school. The two developments differ in a basic way. For a school to become autonomous, staff members are being asked to assume new roles and responsibilities which will make their professional life more complex. At the same time, the development of internal support structures is apparently intended to provide teachers with assistance that reduces the complexity as the school develops autonomy. Both are "innovations"; one places demands on the teachers, the other offers them help.

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[2]McMullen (1973) describes three types of innovations or changes. A marginal change does not alter the teacher's role nor greatly change his or her practices. An incremental change does not alter role, but changes teacher practices. A fundamental change transforms both role and practice.

37. Certainly, the combination of these two innovations is logical if internal support structures do indeed make the work of staff members less complex and more effective. However, staff members do not always know or agree on the kind of assistance they need nor do they automatically know how to effectively utilize these resources. Therefore, helping staff members to identify and choose wisely the type of support structures they really need and training them to use them effectively may well be a change of an incremental if not fundamental nature. It should be recognized that the development of autonomy and internal support structures, if not carefully guided, could be conflicting rather than compatible.

38. Consideration of some examples may help illustrate the dynamics of this change. A major problem in schools, according to the Van Velzen report, is that sheer population density make it difficult for teachers and students to personalize relationships. A student counselor (one type of internal support structure) may be very helpful in reaching out to students and providing them with some personalized services. Teachers will most certainly welcome counselors if they feel they can readily refer students with problems. This type of assistance may not be so welcome, however, if restrictions set by the counselor on the students they will see do not satisfy the needs of teachers. Also, what happens if the counselor, after working with a student, recommends that the teacher change the way in which he works with the student? At this point, a conflict in role and authority can easily develop and the teacher may no longer view the counselor as a help but as an interference.

39. Rarely do all teachers, especially in large schools, feel the need for the same type of internal support. One teacher may want a greater variety of subject materials so a greater span of student needs and differences can be addressed. Another may think the best way to cope with student differences is to provide a teacher or teachers to work with remedial students. Where internal support structures are provided on the basis of needs that are supposedly school-wide, it will inevitably mean that some teachers receive the assistance they want and others will not. This can pose a real problem for staff morale. In individual schools that are functioning autonomously, this problem could be minimized through the cooperative selection and allocation of internal support resources.

40. Even when teachers are happy with the internal support they receive, they may not be effective in utilizing that support. For example, paraprofessional teacher aides were introduced into American schools some years ago. One expected outcome was increased pupil achievement. Aides would supposedly free teachers from non-instructional tasks allowing teachers to spend more time teaching. The expectation of increased pupil learning was not always realized (Status Report, 1977). This was due, at least in part, to the fact that frequently teachers and aides did not know how to work together productively. In fact, in many cases the aide was one more person the teacher had to manage and direct and thus became a burden rather than an asset.

41. Hopefully, the point has been made that developing an autonomous school and developing internal support structures are two distinct innovations. Not only are they both innovations, they can be developed and implemented independent of each other.

Questions

42. The actual goals to be obtained by having autonomous schools and strengthening internal support structures will be considered in the next section. At this point, it is relevant to ask "which of these two innovations is it most important to be implemented in Dutch schools?" How quickly must they be implemented? Research conducted at The Texas Research and Development Center shows that it may take as long as five years to fully implement a complex innovation. When a school attempts to implement two innovations at the same time, implementation time is likely to be even longer.

43. Who decides what internal support structures schools will have and how they will be provided? The planning that has been done to date has already identified several support structures schools should have. These include adequate numbers of staff, counseling of young and elderly teachers, supplementary training, career planning and improvement of the system of task allocation. Very detailed schedules have already been set up for some of these activities, such as time allocations for aiding young and elderly teachers. Will individual schools have the right to reject any or all of these and request a completely different set or system of support structures?

44. Are schools expected to be making major changes in curriculum, or means of student evaluation, or any other major changes at the same time they are learning to become autonomous. If so, there may be more than one innovation in operation in the school at one time and that can create interactional problems.

Suggestions

45. It is recommended that the initial focus on change in Dutch schools be on the development of autonomous schools, and that other changes such as individualizing instruction, changing evaluation procedures, etc., be delayed. This recommendation is made in the belief that an autonomous school will be more effective and efficient in choosing and implementing other changes. Autonomy implies that a staff has through cooperative efforts, decided on the needs of the school and the kinds of changes that should take place to meet those needs. Staff members typically feel an increased ownership of and commitment to changes arrived at through this cooperative process. This ownership and commitment enhances the probability of a change succeeding in a school.

46. Individual schools should be encouraged and supported to begin immediately to develop the skills, understanding and acceptance necessary for a

school to function autonomously. This can be accomplished within a school without making any other changes, at least for awhile. The movement toward an autonomous school can logically begin with the staff first developing an understanding of what an autonomous school is like. Next, the staff can look carefully at how they are currently organized and functioning and compare this with the requirement for becoming autonomous. At the same time, the amount of latitude in decision making the school actually has should be considered.

47. When this initial assessment of the existing conditions within a school has been completed, the staff is then ready to take the next major step. That step is to begin to develop and utilize the cooperative decision making processes and skills necessary to become autonomous. Almost certainly, external support will be needed at this point to help the staff to acquire and utilize those skills involved in establishing and maintaining autonomy.

48. To become fully or even relatively autonomous, a school must reach out and include the school community in the cooperative processes of decision making and problem solving. However, before the school reaches out to include the community in any intensive or consistent manner, it is recommended that the staff first develop a reasonable level of skill in the processes. In this way, the staff wil be much more confident when they do include community members and they will be in a better position to help those persons learn and share in the cooperative processes.

49. As the entire staff begins to share in the process of identifying the problems their school has and possible solutions to those problems, two things will happen. First, changes that need to be made in the school will be identified. Secondly, the additional internal (and external) support structures needed to accomplish these changes will become clear and the school will then seek to have those structures. When a school staff requests or develops specific support structures on the basis of recognized needs, those structures will be more readily accepted and utilized than if the structures are provided by an outside source (such as the ministry or a pedagogical center) that thinks the school needs this support. Knowing what kinds of internal support structures are needed and how to use them most effectively is part of the skill training staffs will need as they move toward autonomy.

50. Of course, school staffs can identify support structures they want without being autonomous. However, if the entire staff is not involved in identifying and understanding the problems of the entire school, individual requests for support may not serve the interest of the school as a whole. This is not to deny the importance of the needs of individuals, but when monies for support are limited, they must be allocated in ways that best benefit the school as a whole, as well as individuals.

51. When the staff of an autonomous school begins to develop or seek internal assistance, that is the time to provide the training that will help them choose wisely and use effectively internal support structures.

Change Strategies

52. In the previous sections of this paper, the planning effort that has been underway regarding the development of autonomous schools was analyzed. Specifically, the autonomous school as a set of innovations (innovation bundle) was analyzed, recommendations were made about how to turn the extensive planning and discussions into a concrete description of characteristics and parameters of what an autonomous school would be like. In this section the emphasis will shift to an exploration of the change process and ways to actually implement the autonomous school in real sites. This section will begin with a general description of different perspectives on viewing change and then shift to implications of these different perspectives for establishing autonomous schools and evaluating their effects. Again, we will focus on the necessary characteristics of internal support systems and not the detail of specific examples.

Analysis: Perspectives on Change

53. Change has been viewed from many different perspectives in the literature. For the purposes of this paper, five major perspectives have been identified. Each perspective brings with it different assumptions about change, different models, different research and different priorities for what is important to monitor and to do to have successful change. These five perspectives are briefly summarized in Figure 1. Each perspective will be briefly described in the next several paragraphs.

Figure 1

Perspectives on Change

Type	Sources	Mechanisms for Change
Policy	Formal institutional authorities and governing bodies	New rules and regulations
Administrative	Line administrators	Administrator behavior Bureaucratic organizations
Pedagogical	Curriculum developers	New instructional materials and processes
Organizational Development	Change agent	Growth in group processes
Concerns-Based	Internal or external change facilitators	Individual development in use of the innovation

54. The policy perspective places heavy emphasis upon the establishment of rules, regulations, laws and guidelines to accomplish change. Policy is established and set by formal institutional authorities, governing bodies and others in positions of authority within an organization or a social system. In general practice, it appears that policy makers assume that change is an event that can be accomplished by the mere passage of a law or announcement of a set of rules or regulations. More recently, this assumption appears to be undergoing modification, with some recent laws including an implementation period (e.g., the Mainstreaming Law, P.L. 94-142 in the United States). Change from the policy perspective is very much from the "top down." Policy change implicitly assumes that change will automatically happen "out there" in the field once the central office or authority establishes the new policy. It does not usually attend to what happens after the passing of the law, either implicitly or explicitly.

55. Another traditional point of view is the administrative perspective. This perspective views change as accomplished through management and institutional mechanisms. The research of Griffith (1959) and Taylor (see Callahan, 1962) are usually associated with the administrative perspective. The work of Max Weber (1947) on organizations as bureaucracies is also subsummed within the administrator perspective. In general, key administrators are seen as the force that makes change take place. The bureaucracy and the staff are there to perform tasks. Job descriptions, task analyses, and production performance are the mechanisms for change, as well as mechanisms for increasing worker efficiency. The individual staff member is viewed as a cog in a wheel that the administrator supervises.

56. A third point of view that clearly came into its own in the 1960's is the pedagogical perspective. From this perspective, change is assumed to be accomplished by the adoption of new instructional approaches. In the 1960's in the U.S., the strategy to change schools focused on the development of new curriculum materials. Large amounts of federal money were used to develop, evaluate, and field-test very elaborate and highly sophisticated approaches to instruction. At the extreme end of this initiative, there was serious talk and commitment to the development of "teacher-proof" materials!? An assumption of this perspective is that systematic development and packaging of new instructional approaches will bring about school change.

57. Another perspective on change that has received world-wide attention in the last ten years is organizational development (OD). This point of view is represented by the works of Schmuck and Miles (1971), and others. A recent summary of OD research by Fullan, Miles and Taylor (1978) draws together many of the recent findings about the effects of OD. From the OD perspective, change is brought about by placing an emphasis upon group process skills and organizational growth. Such group processes as decision making, problem solving, and communication are the focus of the change effort. It is assumed that once these process skills are effectively used and the overall "health" of the organization is improved, identification and implementation of other innovations will be readily accomplished. The mechanism for organizational development-based change is through workshops in process skills lead by an

external change agent or consultant, although with time it is assumed that internal expertise will be established.

58. A more recent and emerging perspective on change is the Concerns-Based Adoption Model (CBAM) (Hall Wallace & Dossett, 1973). From this perspective, the emphasis is placed upon the individual members of the organization and their development through a series of Stages of Concerns (Hall & Rutherford, 1976) and Levels of Use (Hall, Loucks, Rutherford, & Newlove, 1975) as an innovation is implemented. From a concerns-based perspective, an emphasis is placed upon viewing change as a process and upon the individual within the organizational context as the key to successful change. The individual must be understood and assisted if change is to take place within the organization as a whole.

59. Since less is known about the concerns-based perspective than other approaches, we want to briefly describe several of the concepts. Stages of Concern (SoC) describe the feelings and perceptions of the individual teacher and administrator as they are involved in change. In the CBAM, seven Stages of Concern about the innovation have been identified. These stages are described briefly in Figure 2. Extensive research has verified the theory that, in general, as each person approaches a change, their concerns will be most intense on Stage 0 Awareness, 1 Informational and 2 Personal. As implementation begins, Stage 3 Management concerns become intense. With time and appropriate support, it is possible for innovation users to resolve their Management concerns and for student-oriented Impact concerns to be aroused at Stages 4, 5 and 6.

60. The Levels of Use (LoU) of the innovation focuses on the individuals behavior with the innovation. These levels are briefly described in Figure 3. The Levels of Use describe three different roles of nonusers (Levels 0, I, and II) and five user levels (III-VI). In general, nonusers move from a time of "orienting" themselves to the innovation to a time of first use that is "mechanical" in nature, to stable-routine use, and possibly on to making student-oriented refinements.

61. From the concerns-based perspective, a change facilitator (administrators and/or consultants) can use SoC and LoU data as a diagnostic basis for making interventions that are relevant to user concerns (Hall & Loucks, 1978). CBAM data can also be used to evaluate the degree of implementation that has occurred (Hall & Loucks, 1977). With both SoC and LoU, it is possible to look at individual and group data and to use the data for diagnosis and documentation or evaluation of the change effort.

62. The compatibility, perhaps interdependence, of the concerns-based and organizational development perspectives is aptly advanced by Mulford (1979), an OD specialist in Australia. He points out that a major obstruction to implementation is obtaining cooperation among teachers. Two of the reasons given for the lack of cooperation among teachers are the following: (1) individual teachers progress through sequential levels of use and stages of concern with innovations, the early levels and stages of which are not

Figure 2

STAGES OF CONCERN:
TYPICAL EXPRESSIONS OF CONCERN ABOUT THE INNOVATION

	STAGES OF CONCERN	EXPRESSIONS OF CONCERN
IMPACT	6 REFOCUSING	I HAVE SOME IDEAS ABOUT SOMETHING THAT WOULD WORK EVEN BETTER.
	5 COLLABORATION	I AM CONCERNED ABOUT RELATING WHAT I AM DOING WITH WHAT OTHER INSTRUCTORS ARE DOING.
	4 CONSEQUENCE	HOW IS MY USE AFFECTING KIDS?
TASK	3 MANAGEMENT	I SEEM TO BE SPENDING ALL MY TIME IN GETTING MATERIAL READY.
SELF	2 PERSONAL	HOW WILL USING IT AFFECT ME?
	1 INFORMATIONAL	I WOULD LIKE TO KNOW MORE ABOUT IT.
	0 AWARENESS	I AM NOT CONCERNED ABOUT IT (THE INNOVATION).

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Figure 3

LEVELS OF USE OF THE INNOVATION: TYPICAL BEHAVIORS

LEVEL OF USE	BEHAVIORAL INDICES OF LEVEL
VI RENEWAL	THE USER IS SEEKING MORE EFFECTIVE ALTERNATIVES TO THE ESTABLISHED USE OF THE INNOVATION.
V INTEGRATION	THE USER IS MAKING DELIBERATE EFFORTS TO COORDINATE WITH OTHERS IN USING THE INNOVATION.
IVB REFINEMENT	THE USER IS MAKING CHANGES TO INCREASE OUTCOMES.
IVA ROUTINE	THE USER IS MAKING FEW OR NO CHANGES AND HAS AN ESTABLISHED PATTERN OF USE.
III MECHANICAL USE	THE USER IS USING THE INNOVATION IN A POORLY COORDINATED MANNER AND IS MAKING USER-ORIENTED CHANGES.
II PREPARATION	THE USER IS PREPARING TO USE THE INNOVATION.
I ORIENTATION	THE USER IS SEEKING OUT INFORMATION ABOUT THE INNOVATION.
0 NONUSE	NO ACTION IS BEING TAKEN WITH RESPECT TO THE INNOVATION.

conducive to coordinated effort; (2) groups in the school, or the total school staff, follow a sequence of stages of group development, the early stages of which do not focus on effective cooperation.

63. Reflecting on the concerns-based perspective, Mulford feels that individual teachers must master use of the innovation personally before engaging in active collaboration with colleagues. From his own work with groups, Mulford has developed the following description of Stages of Group Development.

Stages of Group Development

STAGE	MAJOR EMPHASIS			TO ADVANCE
	PERSONAL/ INTERPERSONAL	TASK	BEHAVIOUR	
1. FORMING	BELONGING	ORIENTATION	POLITE	RISK POSSIBLE CONFLICT
2. STORMING	POWER	ORGANIZATION	CONFLICT	ESTABLISH ROLES LISTEN
3. NORMING	GROUPNESS	DATA FLOWS	OPEN - MINDED-NESS	TRUST SELF AND OTHERS
4. PER-FORMING	INTER-AND-IN-DEPENDENCE	PROBLEM-SOLVING	ADAPTIVE	
5. MOURNING	RE-ASSERT IN-DEPENDENCE	SUPERFICIAL RUSH TO FINISH TASK OR TASK DE-EMPHASISED FOR SOCIAL-EMOTIONAL	DIS-ENGAGE-MENT	

64. In this design, Stages of Concern and Levels of Use are especially critical to the Forming stage but have application in all stages.

Targets of Change Initiatives

65. The above discussion briefly presents different perspectives on the change process. Each emphasizes different mechanisms for instituting change. Another dimension that must be considered if change is to be understood, especially on the level of complexity that is being undertaken in the Netherlands, is the targets of the change effort. As was mention in the brief descriptions above, both individuals, groups, and organizations can be the target of change initiatives. There are multiple targets in change efforts and careful consideration must be given to how each of these target areas are attended to in order to maximize the chances for successful change. Figure 4 provides a relatively simplistic matrix of the various groupings of targets that are possible. In all cases, it is possible to deal with individuals or individuals clustered into various group arrangements. A single school can be the target of a change effort or several schools can be grouped and become the target of a change effort. The same can be said of administrators, teachers, students, community members, and others.

Figure 4

Targets of Change Initiatives

	Policy People	Schools	Administrators	Teachers	Students	Community
Individual						
Group						

66. The major point of emphasisis is that in order for a complex change effort--such as establishing autonomous schools--to be successful, interventions and special efforts must be directed at every cell within the matrix in Figure 4. Schools must be dealt with individually and as groups. The same is true of administrators, teachers, students, etc. A change effort that does not directly attend to all of the matrix cells is likely to have parts of the system that are functioning ineffectively and even may be resisting the change effort. Further, forethought should be given and plans specified in advance that effectively deals with these different targets. The same set

of interventions (e.g., OD workshops) will not fit all groups and individuals.

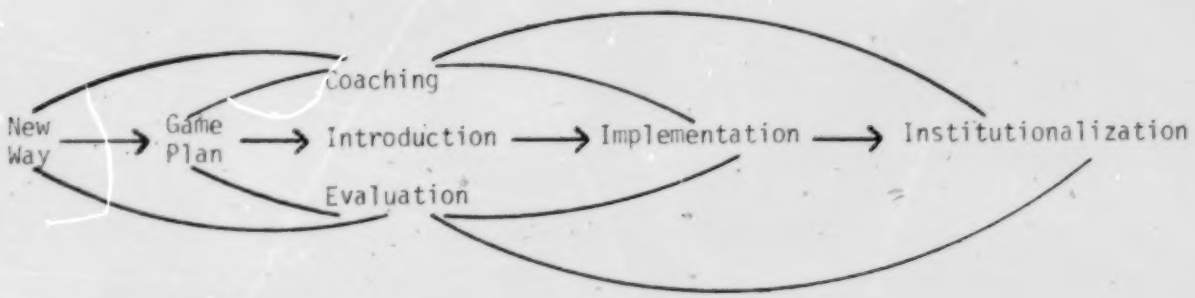
Change Is a Process

67. Another critical dimension of managing change is to work from the assumption that change is a process, not an event. As emphasized in the Concerns-Based Adoption Model, change is not accomplished simply by the passage of a law, an administrator announcement in a fall faculty meeting, or through a two-day pre-school workshop. Rather, change is a process that unfolds over time, and conscious efforts must be made to attend to and facilitate this process if implementation of the innovation is to be successful.

68. One way of viewing change as a process is outlined in Figure 5. This schema again is suggested for basic analysis and planning. We recognize that the entire change process is much more complex. However, to be able to emphasize several crucial points in the implementation of the autonomous school, this schema requires further discussion.

Figure 5

Change is a Process



69. First of all, in terms of this discussion, we will assume that the new concept is the autonomous school. Of course, what the autonomous school actually is operationally needs to be defined, as was noted earlier in this paper. Once this is defined in terms of operational characteristics, there is need of a plan for guiding the innovation implementation. In our research on the change process using the Concerns-Based Adoption Model, we have been working on the development of an Intervention Taxonomy (Hall, Zigarmi & Hord, 1979). One key component of analysis of interventions is the Game Plan, the overall schema and structure of the facilitating actions that are to be taken as the change process unfolds. A game plan is similar in conception to the plan an athletic coach has in preparation for an athletic event. The coach brings to the game a list of plays, player assignments, and procedures that

will be utilized on offense and defense. This game plan is not immutable. As the game unfolds, the game plan may be adjusted and plays shifted in accordance with how the game progresses or regresses. So it is with educational change, a game plan may be modified to accommodate changing situations.

70. In a change effort, especially one as complex as that being initiated in the Netherlands we strongly advocate the development of a game plan. Careful consideration must be given to the different targets, the different perspectives on change and how all of these can be orchestrated to make sure that the change effort is successful. This intervention planning does not eliminate surprises, but it can reduce their number and frequency.

71. As another step in the change process, the innovation must be introduced to the potential users. The introduction in itself entails both initial awareness, initial orientation and preparation for first use. Each one of these steps must be carefully thought out. Appropriate mechanisms and activities must be structured in order for the proper internal policies, resources, facilities, and individual frame of mind be in place for successful implementation.

72. As has been clearly documented (Berman & McLaughlin, 1978; Hall & Loucks, 1977; Emrick, Peterson, & Agarwala-Rogers, 1977), the implementation of an innovation is not the same as ongoing use. During first use of an innovation, a great many logistical problems are likely to occur. Special attention to individual feelings will be needed during the rough moments. This part of the change process needs to be attended to differently than other parts of the process. Incidentally, this is a rather poor time to do a summative evaluation, checking for learning outcomes (Hall & Loucks, 1977). It is quite likely that what is happening in the classroom is having effects that are less favorable than in previous years. Summative evaluations should be delayed until the time of institutionalization.

73. Institutionalization is different from implementation. Implementation is a time of initial trial, a time to work out the basic way of using the innovation and to work out logistical and coordination problems. Institutionalization represents a time when the innovation has been implemented to the point where use is stabilized; routines and systems have been established and a regular pattern of use is underway and Management concerns have been resolved.

74. Institutionalization can take three to five years with complex innovations and even longer with innovation bundles. Thus, change is a process in which the time element is much longer than many of the perspectives on change acknowledge or care to admit. This is especially true for policy makers who may be concerned about their professional positions. It is not likely that change can be accomplished successfully and consistent effects demonstrated in less than three years for relatively simple innovations. An innovation bundle as complex as the autonomous school will take much longer to institutionalize.

75. It should be mentioned that one basic assumption underlying this paper is that somewhere within the autonomous school movement there is an individual or group who has the authority and willingness to provide coordination and facilitate leadership for this effort. Perhaps the new official in residence will serve in that role. This coaching is essential to successful change. Otherwise, anarchy will prevail and there will be great confusion and inconsistency in results. Inconsistency may be desirable. If so, that can also be planned for. However, confusion, trauma, and resistance can develop without stability in decision making and coordination from a central group. Thus, coaching becomes one aspect of the change process that can be very helpful.

76. Evaluation must also be ongoing. Evaluation includes the formative activities of monitoring, needs-sensing, diagnosing, and cost-monitoring. The summative aspects of evaluation must also be employed once the innovation is implemented, but not before. Direct effects in terms of learning outcomes and financial cost should be measured, as should the larger social and national impact of this ambitious effort. Apparently, the impact of schools on national social issues seems very important. For evaluation to accurately reflect this impact, it is especially important that expected social outcomes be identified as early as possible.

Game Plan for Establishing Autonomous Schools

77. By combining the various dimensions that have been described so far (perspectives on change, targets of the effort, and view of change as a process) a series of matrices can be constructed. Figure 6 is one example or, if desired, a three-dimensional cube model could also be constructed. This conceptual framework can be used as a basis for identifying interventions and actions that need to be taken in planning, implementing, and institutionalizing the relatively autonomous school. It cannot be the function of this paper to fill all the cells of these matrices. Rather, in this paper we emphasize that each one of the cells must be planned for in a concrete and concerns-based fashioned. Every one of these cells represents potential actors who have potential roles with regard to the success of the autonomous schools. They can and will work to either support or resist the implementation of this innovation bundle. The strategies that are used to work with these different targets and at different points in the change process must be carefully thought out. In the subsequent discussion, we will raise some questions in regard to these various cells and also make some recommendations from our perspective. What we have attempted to so in this section is to provide a set of structures that can be used in thinking about, planning and managing the overall change effort, so it approaches implementation at the local sites.

Figure 6

Game Plan for Establishing Autonomous Schools

Interventions Across the Change Process

Targets	New Way	Plan	Introduction	Implementation	Institutionalization
Policy People					
Schools					
Administrators					
Teachers					
Students					
Community					

Questions

78. The following are a series of questions with brief discussion that are raised from the above analysis and from our review of materials about the planned movement towards autonomous schools. Some of these questions may already be answered. Others we expect need more attention.

79. 1. What does the game plan for the nation and each individual school look like? The publication "Summary and Policy Recommendations . . . " has beginning descriptions of what the game plan can look like. However, the game plan does not appear to be developed to a point of operationalization, especially at the introduction and implementation phases. Clearly, no distinction has been made between implementation and institutionalization, and this should be done. Very different types of support and assistance need to be provided in these different phases. What are the plans for establishing and maintaining a game plan?

80. 2. Who is in charge of what? One of the key assumptions underlying our research with the Concerns-Based Adoption Model is that there is a change facilitator somewhere who has authority and responsibility for facilitating the change effort. This person(s) can be a line administrator, a policy group, the central government, a steering committee, or an intermediate unit representative. Somewhere there are individuals who have clear cut responsibility for facilitating the change, and there are also individuals and mechanisms for making decisions. Without this, there is no way to provide a steadying hand and the change process can wander astray. This does not mean that there is no room for "autonomy." However, there are limits on autonomy, and, at times, decisions must be made. The mechanisms for making these decisions are not clear. It is not clear what responsibility lies where. Definition and delineation of authority, responsibility, communication lines, and limits are needed, even authority for developing autonomy.

81. 3. What perspectives will be used when? There are times when the administrator perspective on change is very appropriate. There are times when change needs to be viewed from a concerns-based perspective. Organizational development is also appropriate at certain times and clearly has a special role in this change effort, given the emphasis upon group decision making and problem solving that is inherent to the functioning of autonomous schools. However, the OD perspective, or any other single perspective, does not include all of the essential dimensions that require attention. Rather, depending upon the component of the effort or the time in the change process, different perspectives will be needed. The very delicate orchestration of these change perspectives must be monitored and carefully carried out in order to be most facilitative.

82. 4. What kinds of supports are needed for teachers and administrators? It would seem that at various times in the change effort, teachers and administrators will need specialized technical assistance, training, and resources to facilitate their movement towards an autonomous school. The kind of support needed and when to deliver it will depend very much on the operational definition of the innovation that finally results. If an emphasis is placed on developing group process skills, then much more emphasis will be needed on organizational development-type training. If emphasis is placed on a move towards individualized instruction, then more pedagogical resources may be needed. In either case, attention to the concerns model would also be appropriate in identifying and assigning support to the change efforts at small group and individual levels.

83. 5. What if key managers and key institutions fail? A change effort in the end will succeed or fail depending upon the characteristics of the organizational unit managers. Research findings make it increasingly clear that administrators make a difference. Are there contingency plans for dealing with schools where their key managers simply cannot or will not lead their school to relative autonomy? Entire organizational units could be lost if the administrators do not function effectively in this change effort.

Suggestions

84. The following is a series of suggestions from the change process perspective that should be considered.

85. 1. Assess Stages of Concern now and at regular intervals as the change process unfolds. These concerns data can be used to monitor the change process and also as diagnostic data to help in the design of further interventions. The pilot work has already been done on a Dutch language measure of concern by Roland Vandenberghe and his associates at Catholic University, Leuven. Concerns data will provide the planners as well as the participants with useful data about how the process is going at the individual and group level and provide a diagnostic base for determining directions for next steps.

86. 2. Put the game plan on paper and have it subject to regular review. The game plan should be public and concrete. The only way to do that is to put the game plan for the entire change process on paper. The game plan should, as much as possible, set out the overall guidelines, limits and opportunities that are available to the autonomous school. The tactics for how to address and accomplish these guidelines probably should be left to the discretion of each school. Alternative initiatives and methods to develop autonomy should be encouraged since there is probably no one "right way" to get there and it is clear that each school will be staring from a different point. However, it is important to know the limits, expectations, and what the real supports will be at every phase.

87. 3. We recommend a strategy of phasing the innovation implementation. There are many different innovations, innovation bundles, and components of innovations that are proposed as characteristics of an autonomous school. It is not possible for the members of the schools or for the country to handle the implementation of everything at once. Rather, there needs to be a strategy of phasing in various innovations and innovation components over an extended time period. This all needs to be laid out within the game plan.

88. 4. Train all staff members in decision making. There seem to be some logical places to start. An autonomous school requires increased skill in group decision making and communication. Therefore, one place to start would be to increase organizational development type process skills in the members of the school staff. From a concerns-based perspective, staff should also be assigned an area of responsibility wherein they can apply their newly acquired skills. This also assumes increased capacity on the part of administrators. Therefore, it is likely that administrators may need increased skill in managing the change process, from an administrative, concerns-based, and process-skill perspectives.

89. 5. Organizational development variables are not the only relevant variables to consider. Organizational development variables are obviously important due to the characteristics of the innovation of an autonomous school. However, they do not include all variables that should be considered

in the change effort. Training and documentation are going to be needed from several other levels and from several other perspectives given the highly complex and extensive change effort that is underway. In many cases, organizational development becomes another innovation that is being implemented.

90. 6. There is a need to focus initial efforts on developing leadership in the schools. Leadership development will be a key to the success or failure of the change effort. It cannot be assumed that present administrators and teachers have the necessary leadership skills. It also cannot be assumed that external or internal change facilitators will be readily available and skilled in all areas necessary to implement this large a change effort. Identification of roles and special training across role groups will be needed. This training again should not be limited solely to group processes, but also should include emphasis upon a concerns-based perspective, administrative pedagogical, and policy development perspectives, since all of these bear on the change effort.

91. 7. Establish policies and mechanisms for developing and providing internal support structures. Providing internal support structures for schools so that they might become autonomous seems to be a high priority. At this time, however, it is more important to develop policies and mechanisms for supporting the internal structures than it is to specify in detail the specifics of particular internal structures. The characteristics and timing of particular internal support structures can best be determined by individual schools. For example, the policy that makes general provision for "assignment hours" is a good example of a support structure that schools have available but with flexibility in how they will use it. Similarly, the policy that provides for training of personnel in school management is also appropriate. However, to decree at this time that the training will be in the form of courses, involving a precise number of persons from schools of a certain size in a given time period seems to limit autonomy of the individual school to decide how, when, and to whom management training will be provided.

Other Issues

92. In concluding this section there are two additional issues that need to be briefly discussed.

93. 1. What cost/effectiveness factors should be considered in selecting change perspective? Given the vast sums of money that are to be spent on educational changes, it is essential that cost/effectiveness be carefully considered. Of the five change perspectives that have been suggested, the policy and administrative perspectives are clearly the least expensive, but research evidence makes it clear that by themselves they are not the most effective ways to accomplish widespread, long-term change. Therefore, they cannot be recommended as being cost effective.

94. The pedagogical perspective is also relatively inexpensive, for the only significant costs are for the purchase of equipment and materials. This approach also lacks in effectiveness for it makes no provision for the education and training of teachers to use the new materials or programs.

95. The organizational development and concerns-based perspectives are certainly the most expensive, at least initially. Both require much initial training and ongoing support of personnel for effective use, but they offer much greater promise of continuing effectiveness in accomplishing change at the school and classroom levels. These two approaches develop internal capabilities for implementing and institutionalizing change which should endure for many years. When the higher initial costs are parceled out over the many years of benefits, the costs are not really as great as they seem.

96. Choosing one or the other of these approaches merely on the basis of costs would seem unwise, for the two perspectives can complement each other, thus reducing the cost and increasing the effectiveness of change. To focus solely on the school as an organization and ignore individual concerns can be a false economy, for unhappy individuals can quickly sabotage an organization. By the same token, a total focus on individuals without recognition that they must function in and as an organization will reduce change effectiveness.

97. As was indicated earlier, all five change perspectives may be appropriate at certain times and for certain limited purposes. To accomplish the depth and breadth of change proposed for the Netherlands, it seems that the concerns-based and organizational development perspectives must seriously be considered as primary implementation processes.

98. 2. What are the learning and social effects of the different innovations being implemented? At this time, there is neither research nor evaluation data available to demonstrate that the desired learning and social effects of these various innovations, in fact, do occur. In addition, it is not clear what the various side effects of implementing these innovations will be. For example, the American experience in the 60's suggests that increased student autonomy and the introduction of more curriculum options relates to decreased student achievement in the "basic skills." There is no data to indicate what happens to achievement in other areas such as the social arena. Some claim the social unrest in America resulted from the "liberal" school. Whatever change perspective(s) are used, careful consideration must be given to documenting and attending to unusual and unexpected effects from a change effort this large. It cannot be assumed that all of the change will be in desired directions or that all effects can be predicted. It certainly cannot be assumed that effects of the change will be limited to learning outcomes in school-related areas. It is also quite likely that social effects, both those possible to anticipate and those that are impossible to anticipate, will be slow in developing and difficult to trace.

Summary and Discussion

Analysis

99. Viewing the Dutch educational scene from "the outside" as we must, it appears that social changes within the Netherlands have created new national needs. As is invariably the case, schools are charged with the responsibility for solving these national social problems. This charge is usually informal in nature and never comes as clearly stated educational goals or policy. These new demands brought on by social changes are added to the school's existing responsibilities little by little. Often this is done without clear identification of what the school's priorities should be and how they should be met.

100. In the Netherlands' three major educational objectives have been formulated by the Government (Meeting of the Education Committee at Ministeral Level, 1978). These are (a) promotion of personal development, (b) promotion of active and democratic citizenship, and (c) promotion of social and economic resilience. Acceptance of these social/personal objectives by the Dutch educational system places massive burdens on schools and their staffs and introduces a complex new set of problems for educators.

101. McMullen (1978 pp. 14-15) reports that employers (not necessarily Dutch employers) increasingly question the value and efficacy of the education of potential employees. They offer three reasons for their skepticism (1) necessary standards of literary and numeracy are not attained, (2) undue emphasis on academic learning means that essential personal qualities are neglected and (3) academic emphasis of schools discourages able students from entering high level technical courses. These concerns of employers offer a vivid picture of the problems ahead for Dutch education. On the one hand students do not have adequate skills in literacy and numeracy, and on the other hand, schools place too much emphasis on academics. Problems such as these regarding the role and effectiveness of education will surely plague educators in the Netherlands, and other countries for years to come.

102. Dutch educators are to be commended for anticipating the complex educational problems that are and will be generated by the new and increased societal demands on schools. Encouraging schools to become more autonomous is a promising movement in that it is intended to strengthen the capabilities of individual schools to maximize the use of available resources for solving complex problems. In a time when educational problems are increasing and funds available to schools are severely restricted, the concept of an autonomous school has much merit. But school autonomy is not the only educational change planned or underway in the Netherlands. Therefore, it is necessary to consider the total picture of educational change before making recommendations regarding only one aspect of it.

103. McMullen (1978, pp. 97-100) outlines eight areas of change in secondary schools and it seems that change is underway in Dutch schools in each of the areas to some degree. These areas are:

Content and method of curriculum
Differentation in the curriculum
Developing a personal case system
Modifying pupil assessment procedures
Developing a guidance and orientation system
Maximizing school and community relations
Revising the internal organization of the school
Developing schools that will avoid student failure and underachievement

104. Each of these areas represent significant changes in secondary schools; in fact, within some of the areas there are changes that do or could constitute a complex innovation. Under content and method of curriculum, McMullen suggests a need for reduction in academic emphasis, particularly in mathematics and foreign language. Under this same topic, he suggests that more teaching and learning be done through individual and small group work. As can be seen, within each of the eight major areas there are suggested changes that are actually major innovations. Not included in the eight areas is the need to educate or re-educate teachers so that they have the skills and knowledge to acomplish all of these proposed changes. This is another major area of change that must accommodated.

105. Clearly, secondary education in the Netherlands is in the midst of widespread revision and restructuring. This restructuring is certain to take many years and require of schools and their staffs many changes in roles, practice and values. Developing internal support structures that will strengthen the relative autonomy of schools is but one change among many that are planned.

Questions

106. Supposedly, when schools have adequate internal and external support structures, they will be able to function autonomously. When schools are functioning autonomously, supposedly, individual schools will be able to solve many of the problems facing Dutch schools. Assuming the plan will work in this manner, schools will still not be able to solve all of the educational problems at once. Will individual schools be able to establish the sequence of problems they will attempt to solve? One school may feel no need to differentiate their curriculum according to student needs and abilities. Instead the school may want to revise the procedures for pupil assessment. Another school may have just the opposite priority. Will social pressures lead to national policies and priorities that dictate the priority of problems to be solved?

107. What types of problems must schools attempt to solve? This is probably the most important question to be answered at the national level and the level of the individual school. The American educational system has for years been attempting to assist in the solution of the social needs of the country. Out of this experience, at least two facts can be drawn that may have meaning for Dutch education. First, the more social problems schools accept responsibility for, the more problems society assigns (informally and

unofficially) to schools for solution. As a result, the number of problems to be solved always outnumbers the solutions. Secondly, the more time schools devote to social problems, the less time they have to devote to academic needs. Thus, schools have increasing difficulty maintaining the academic standards society desires.

108. So the question is asked again "What types of problems must schools solve?" Must schools accept without limits all problems the Dutch society as a whole wishes to delegate to them or can schools decide that some problems are not appropriate for them to deal with?

Suggestions

109. There is little doubt that individual schools know best what problems they face and how they might best be solved. Given two major conditions, schools should become effective solvers of their own problems. The first need is for adequate training and retraining of staff members to accept the role of cooperative problem solvers. Associated with this is the need for schools to have appropriate resources and support structures during this period of change. This condition is being met in an outstanding manner by Dutch education officials. A second condition is one in which informed, conscious decisions are made regarding the responsibilities of schools will and will not accept. Schools cannot solve all of the problems of a nation and if they are expected to do so, too much their overall effectiveness will be diminished no matter how vast the support structures.

110. It is recommended that a national effort be initiated to develop explicit policy regarding the role and responsibilities of schools in the Netherlands. Policy planning of this type, when coupled with the planning already done for support structures, will ensure that schools not only have the capacity for problem solving, but also that they are faced only with problems schools might realistically be expected to solve.

Concluding Statement

111. The accomplishments of Dutch educators are tremendously impressive. We have been reluctant to make many recommendations, and certainly no criticisms, for during the writing of this paper we have been disturbed by a feeling that we are offering guidance to educators who are deeply involved in planning for a school of the future that we cannot yet even envision. We are grateful for the opportunity to contribute to this outstanding educational endeavor, although we feel we have gained more than we have given.

112. Hopefully, this work in the Netherlands will serve as a beacon that will guide us all to new discoveries in education.

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